

Message Text

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ACTION OFA-01

INFO OCT-01 ARA-06 ISO-00 FEA-01 ACDA-05 AGR-05 AID-05

CEA-01 CEQ-01 CIAE-00 CIEP-01 COME-00 DLOS-04 DODE-00

DOT-00 EB-07 EPA-01 ERDA-05 FMC-01 TRSE-00 H-02

INR-07 INT-05 IO-10 JUSE-00 L-03 NSAE-00 NSC-05

NSF-01 OES-03 OMB-01 PA-01 PM-04 PRS-01 SP-02 SS-15

USIA-06 /111 W

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R 292007Z AUG 75

FM AMEMBASSY NASSAU

TO SECSTATE WASHDC 7158

INFO COGD WASHDC

COGD SEVEN MIAMI

C O N F I D E N T I A L NASSAU 1432

E.O. 11652: GDS

TAGS: EFIS BF

SUBJ: RADIO ADDRESS BY MINISTER OF EXTERNAL AFFAIRS ADDERLEY
ON SPINY LOBSTER NEGOTIATIONS

1. WHILE WE DO NOT AS YET HAVE THE TEXT OF THE ABOVE SUBJECT
RADIO ADDRESS, THE FOLLOWING REPRESENTS A REASONABLY ACCURATE
SUMMATION OF THE POINTS MADE.

2. THE GCOB WAS GOVERNED IN THE TALKS BY "THREE BASIC AND
INDISPENSABLE CONSIDERATIONS." THESE BEING A) THAT AN AGREE-
MENT WOULD HAVE TO BE IN THE NATIONAL INTEREST, B) THAT AN
AGREEMENT WOULD HAVE TO PROVIDE FOR RECIPROCAL FISHING RIGHTS
TO PERMIT BAHAMIAN FISHERMEN TO TAKE FISH BELONGING TO THE U.S.,
AND C) THAT THE AGREEMENT WOULD APPLY ONLY TO BOATS OWNED BY
CITIZENS OF THE U.S. THE U.S. WAS UNABLE TO MEET ANY OF THESE
REQUIREMENTS. U.S. EXPERTS DETERMINED THAT SOME TEN MILLION
POUNDS OF LOBSTERS WERE AVAILABLE, OF WHICH FIVE MILLION POUNDS
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SHOULD BE AVAILABLE FOR AMERICAN FISHERMEN. THE FACTS ON

CONSERVATION ARE THAT THE LOBSTER RESOURCE HAS BEEN CONTINUOUSLY OVERFISHED BY AMERICANS WHO, AMONG OTHER THINGS, DID NOT RESPECT THE BAHAMIAN CLOSED SEASON. THE U.S. REQUESTED 350 BOATS BE LICENSED. ASIDE FROM THE FACT THAT THE BAHAMIANS DID NOT HAVE 350 BOATS TO FISH IN FLORIDA WATERS, THERE WAS AN INADEQUATE LOBSTER AVAILABILITY IN FLORIDA WATERS. EVEN THOUGH THE LAW REQUIRED THAT RECIPROCITY BE IN TERMS OF FISHING IN FLORIDA WATERS, THE U.S. OFFERED RECIPROCITY OF A BALANCING NATURE WHICH WAS VALUED AT APPROXIMATELY DOLS 1-1/2 MILLION. ALMOST 100 PERCENT WAS FOR U.S. PERSONNEL, MOST OF IT FOR LAW ENFORCEMENT WHICH WOULD NOT BE REQUIRED IN THE ABSENCE OF AMERICANS FISHING IN BAHAMIAN WATERS. WHILE U.S. OFFERED LICENSING FEES AND FEES FOR FISH CAUGHT, THIS WAS REALLY OF NO VALUE SINCE THE LOBSTERS WOULD BRING GREATER ECONOMIC BENEFIT IF FISHED BY BAHAMIANS. THE TRAINING OFFERED BY THE U.S. WAS ILLUSIONARY SINCE GCOB HAS A UN PROGRAM FOR SUCH PURPOSES. SINCE 30 PERCENT OF U.S. FISHING BOATS ARE OWNED BY OTHER THAN U.S. CITIZENS AND SINCE U.S. COULD NOT UNDER ITS LAWS ENTER INTO AGREEMENTS WHICH WOULD DISCRIMINATE AGAINST NONCITIZENS, THIS WOULD HAVE MADE IT DIFFICULT TO FIND A BASIS FOR AGREEMENT. NEVERTHELESS, THE TALKS WERE HELD IN A FRIENDLY ATMOSPHERE AND BOTH SIDES AGREED THAT CONFRONTATION AND VIOLENCE WAS ABHORRENT.

3. ADDERLEY'S SPEECH FOLLOWED CLOSELY ALONG LINES OF ARGUMENTS WHICH HE USED IN NEGOTIATIONS. UNFORTUNATELY, HOWEVER, IT OMITTED A NUMBER OF KEY CONSIDERATIONS WHICH TAKEN TOGETHER HAD THE EFFECT OF DISTORTING THE U.S. POSITION. FOR EXAMPLE:

A) ADDERLEY IN DESCRIBING U.S. OFFERS OF TRAINING, LICENSE FEES, ENFORCEMENT ETC., CORRECTLY STATED THAT U.S. REPRESENTATIVES "EMPHATICALLY STATED THIS WAS AS FAR AS THEY COULD GO." ADDERLEY NEVER MENTIONED HOWEVER, THE U.S. OFFER TO CONSIDER ANY COUNTER-PROPOSAL WHICH THE BAHAMAS MIGHT MAKE AND THE REFUSAL OF THE GCOB TO MAKE ANY SUCH PROPOSAL, B) IN DESCRIBING THE CONSERVATION PROBLEM ADDERLEY ACTUALLY MISLED BY DESCRIBING THE REPORT AS BEING AUTHORED BY U.S. EXPERTS WHEN IN FACT IT WAS A REPORT JOINTLY DEVELOPED AND AGREED TO BY U.S. AND BAHAMIAN EXPERTS, C) WHILE CLAIMING THAT THE FEES OFFERED BY THE U.S. WERE LESS THAN THE VALUE OF THE LOBSTERS WHICH WOULD ACCRUE TO BAHAMIAN FISHERMEN ADDERLEY NEVER ONCE MENTIONED THAT THE BAHAMAS DOES NOT NOW HAVE THE CAPABILITY TO TAKE THESE LOBSTERS AND THUS THE

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REVENUE FROM THE U.S. WOULD AT LEAST FOR SOME PERIOD OF TIME BE ADDITIONAL TO WHAT BAHAMIANS COULD EXPECT, D) THE CITIZEN OWNERSHIP ISSUE, CONTRARY TO IMPLICATIONS OF ADDERLEY'S REMARKS, NEVER CAME INTO PLAY IN THE NEGOTIATIONS AND MIGHT WELL HAVE BEEN SOLUABLE IF IT HAD, AND E) ADDERLEY STATED THAT THE BAHAMAS HAD FULFILLED THE REQUIREMENTS OF INTERNATIONAL LAW BY OFFERING TO ENTER INTO THE NEGOTIATIONS AND WERE NOT REQUIRED TO ENTER INTO AGREEMENT, BUT MADE NO REFERENCE TO THE U.S.

POSITION THAT AN ADEQUATE PERIOD OF TRANSITION WAS REQUIRED
EVEN IN THE ABSENCE OF A LONGER TERM NEGOTIATED AGREEMENT.

4. UNDOUBTEDLY, ADDERLEY WAS ATTEMPTING TO JUSTIFY TO THE
BAHAMIANS THE FAILURE FOR THE TALKS AND PERHAPS IN PART WAS
RESPONDING TO THE U.S. PRESS RELEASE. AT THE SAME TIME, THIS
DOES NOT FULLY JUSTIFY ADDERLEY'S MISREPRESENTATIONS AND
OMISSIONS, NOR EVEN FULLY EXPLAIN THE MOTIVE FOR THE SPEECH.
SINCE BAHAMIANS WERE ENTHUSIASTICALLY BEHIND THE GOVERNMENT'S
REJECTION OF THE U.S. BID THERE WOULD APPEAR TO HAVE BEEN
RELATIVELY LITTLE NEED FOR FURTHER EXPLANATION. WHAT IS
MORE WORRISOME IS WHETHER WHAT ADDERLEY SAID REPRESENTED THE
TOTALITY OF THE VIEW WHICH HE PRESENTED TO HIS CABINET COLLEAGUES.
IF SO, IT WAS HIGHLY DISTORTED AND WOULD HELP TO EXPLAIN CABINET
REJECTION OF U.S. POSITION.

5. AS AGREED IN TELCONS OF LAST NIGHT, I WILL RESPOND TO
DIRECT QUESTIONS FROM THE PRESS TO CLARIFY THE RECORD AND WILL
KEEP SUCH RESPONSES FROM APPEARING TO BE AN OPEN DEBATE. I
CONFESS, HOWEVER, THAT THE TEMPTATION TO SET THE RECORD STRAIGHT
IN A DETAILED REBUTTAL IS SUBSTANTIAL.

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: SHELLFISH, AGREEMENTS, NEGOTIATIONS, SPEECHES
Control Number: n/a
Copy: SINGLE
Draft Date: 29 AUG 1975
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: GolinoFR
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1975NASSAU01432
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Film Number: D750300-0466
From: NASSAU
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1975/newtext/t1975085/aaaaadzm.tel
Line Count: 137
Locator: TEXT ON-LINE, ON MICROFILM
Office: ACTION OFA
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 3
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: n/a
Review Action: RELEASED, APPROVED
Review Authority: GolinoFR
Review Comment: n/a
Review Content Flags:
Review Date: 05 SEP 2003
Review Event:
Review Exemptions: n/a
Review History: RELEASED <05 SEP 2003 by ElyME>; APPROVED <26 NOV 2003 by GolinoFR>
Review Markings:

Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
06 JUL 2006

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: RADIO ADDRESS BY MINISTER OF EXTERNAL AFFAIRS ADDERLEY ON SPINY LOBSTER NEGOTIATIONS
TAGS: EFIS, BF, US, (ADDERLEY, PAUL L)
To: STATE
Type: TE
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 06 JUL 2006